

FACTSHEET

TITLE: MISCELLANEOUS NO. 06008, requested by Sandstone Construction, LLC, pursuant to Section 27.67.030(f) of the Zoning Ordinance, to reduce the parking requirements due to a change in uses within a mixed-use building located at 643 S. 25th Street, known as the Bottlers Building.

SPONSOR: Planning Department

BOARD/COMMITTEE: N/A

STAFF RECOMMENDATION: Conditional approval.

FINDINGS:

1. This is a request to conduct a special review of parking requirements pursuant to Section 27.67.030(f) of the Zoning Ordinance.
2. This review does not require a recommendation from the Planning Commission.
3. The staff recommendation of conditional approval is based upon the "*Analysis*" as set forth on p.3-6, noting that the Bottlers Building is the site of a mixed-use redevelopment project of the former Coca-Cola bottling building. Parking standards, according to the standards for the H-3 zoning district, require 94 stalls with the current mix of uses, while 85 off-street spaces are provided, a shortage of 9 spaces. The owner wishes to lease space for a coffee shop but cannot do so because additional parking is not available.
4. Survey of the site by staff reveals that numerous parking spaces are available with the current uses in place and that adequate parking is available on site to serve the proposed coffee shop. There is approximately 18,000 square feet of vacant space in the building at this time that may only be leased as warehouse uses because vacant space is counted as warehouse for parking requirements.
5. In order for this mixed-use redevelopment to be successful and to provide amenity and useful service to the surrounding neighborhood, the owners should be permitted to lease the vacant space with careful consideration. Staff supports approval of reducing parking requirements based upon the site survey and the proposed schedule of special parking standards described in this report. The request supports the goals and objectives in promoting the redevelopment of commercial mixed use centers in existing urban neighborhoods.

FACTSHEET PREPARED BY: Jean L. Walker

DATE: June 12, 2006

REVIEWED BY: _____

DATE: June 12, 2006

REFERENCE NUMBER: FS\CC\2006\MISC.06008

LINCOLN/LANCASTER COUNTY PLANNING STAFF REPORT

for June 19 CITY COUNCIL MEETING

PROJECT #: Miscellaneous No. 06008

PROPOSAL: Special review and approval for reduction of parking requirements due to a change in use within a mixed-use building located at 643 S. 25th Street, known as the Bottlers Building. Such review and approval may be made by City Council per Section 27.67.030 (f) of the Zoning Ordinance.

LOCATION: South 25th & Randolph Streets.

CONCLUSION: The Bottlers Building is the site of a mixed-use redevelopment project of the former Coca-Cola bottling building. Parking standards require 94 stalls with the current mix of uses, while 85 off-street spaces are provided, a shortage of 9 spaces. The owner wishes to lease space for a coffee shop but cannot do so because additional parking is not available. Survey of the site by staff reveals that numerous parking spaces are available with the current uses in place and that adequate parking is available on site to serve the proposed coffee shop. There is approximately 18,000 square feet of vacant space in the building at this time that may only be leased as warehouse uses because vacant space is counted as warehouse for parking requirements. In order for this mixed-use redevelopment to be successful and to provide amenity and useful service to the surrounding neighborhood the owners should be permitted to lease the vacant space with careful consideration. Staff supports approval of reducing parking requirements based upon the site survey described in this report, the request supports the goals and objectives in promoting the redevelopment of commercial mixed use centers in existing urban neighborhoods.

RECOMMENDATION:

Conditional Approval

GENERAL INFORMATION:

LEGAL DESCRIPTION:

Lots 13, 14, 15, and 16 and portions of Lots 11 and 12, Block 13 Young's East Lincoln Addition and portions of Lots 1 and 2 of Block 14 Young's East Lincoln Addition and a part of Lot 1, Block 3 J.D. Young's South Addition, all located in the NE 1/4 of 25/10/6, Lancaster County, Nebraska, more particularly described as attached.

EXISTING ZONING: H-3 Highway Commercial District

EXISTING LAND USE: Existing, redeveloped mixed-use building. Former Coca-Cola bottling building.

SURROUNDING LAND USE AND ZONING:

North:	B-3/R-6	Residential
South:	I-1	Oil Company/Industrial
East:	B-3/R-6	Small Business/Residential
West:	P	Antelope Creek/Park

HISTORY:

May 10, 2006 MISC#06008, application for special review and approval to reduce parking requirements submitted to Planning Department.

COMPREHENSIVE PLAN SPECIFICATIONS:

Guiding Principles for Existing Commercial Centers

F-49 Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented.

Maintain and encourage retail establishments and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with, but not intrusive upon residential neighborhoods.

The priority in older areas should be on retaining areas for residential development. Prior to approving the removal of housing in order to provide for additional parking to support existing centers, alternatives such as shared parking, additional on-street parking or the removal of older commercial stores should be explored.

Encourage mixed-use commercial centers, including residential uses on upper floors and at the rear of commercial buildings.

Guiding Principles for the Urban Environment

F-18 Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial and retail uses. These uses may develop along transit routes and provide residential opportunities for persons who do not want to or cannot drive an automobile. Promote residential development, economic development and employment opportunities throughout the City.

ANALYSIS:

1. This is a request to conduct a special review of parking requirements as per Section 27.67.030 (f) of the zoning ordinance.
2. The ordinance states that a special review and approval by City Council may occur when a change in use results in an increased parking requirement that can not be or is not met.
3. The Bottler's Building is a redeveloped former Coca-Cola bottling plant that currently houses a mixture of uses, primarily warehouse space, retail, office, and an art school operated by Lincoln Public Schools.
4. Parking requirements for the building are calculated for each tenant then added together for a total parking requirement of 94 stalls. The site currently provides 85, short 9 stalls.
5. For the purposes of special review, staff conducted a survey of the site on three different days between May 12-18, while school was still in session in order to determine an actual parking demand created by the current mixture of uses in this building.

Special Review of Bottler's Building Parking (Observed demand)

	Friday 5/12 10 am	Monday 5/15 11am	Thursday 5/18 2pm
Occupied (by automobiles - actual parking demand observed)	39	30	32
Occupied (stored material)	5	5	5
Unoccupied/Vacant	41	50	48
Total Surplus (if stored material removed from parking spaces)	46	55	53

6. In addition to the survey conducted, staff conducted research into the actual demand the school and occupied warehouse uses created as compared to what the uses required. According to Lincoln Public Schools, the art school does not demand the 48 parking spaces as required by ordinance. The school enrolls between 60 and 80 students plus 5 staff. Most students carpool from other schools throughout the district, walk from Lincoln High or are dropped off. Survey of the site on Friday May 12 was conducted as students arrived to school (art school hours are 10am - 3pm). The observation revealed that most students carpooled with 3 to 5 per car. It did not appear that any more than 20 spaces were occupied by the students that arrived that day. Based upon this, the actual demand for parking created by the school should be calculated as the maximum number of students (80)/divided by 4 (average carpool size) + one space per staff person (5). Thus, the school demands 25 spaces.

7. A similar calculation was performed to determine the actual demand for the occupied warehouse space. The Zoning Ordinance requires 1 space per 1,000 square feet for such as use, however the applicant states that this space is better defined as storage, rather than warehouse. The tenant has three employees but the ordinance requires this use to provide 17 spaces. Based upon the applicant's statement the actual demand would be only 3 spaces. Observation of the site revealed that this tenant has occupied 5 spaces with pallets of material and is in effect using the parking spaces for storage (as depicted in the table above). The applicant will agree to require the tenant to remove the stored material to open up the spaces for parking.

8. The calculated actual demand created by the school and the warehouse tenant is far less than the zoning ordinance requires because they are specialized uses within the general use categories used to determine parking requirements and an adjustment to the required parking for these uses to meet the actual demand is recommended.

Parking Required by Ordinance versus Parking Demand

(Demand based upon information provided by applicant)

Use	Required Parking (by ordinance)	Demand (based upon the information provided by applicant)
Art School	48	25
Warehouse/Storage	17	3
Retail Office	9	9
Total	74	37

9. The information provided by the applicant corresponds with the observed demand as shown in the following table, if anything the observed demand is lower than that calculated from the information provided.

Parking Required by Ordinance versus Observed Parking Demand

	Friday 5/12 10 am	Monday 5/15 11am	Thursday 5/18 2pm
Observed Demand (minus spaces occupied with pallets of material)	39	30	32
Parking Required (based upon information provided by applicant)	37		
Spaces Provided	85		
Total Surplus (Spaces provided minus parking required)	48		

10. Due to parking requirements the owner is not able to lease the vacant space for any use other than additional warehousing uses and a previous change in use has increased the required parking above what is provided on site. It would be difficult for the owner to construct additional parking spaces on site due to constraints imposed by Antelope Creek to the west and the building itself, which consumes a large portion of the site.
11. A possible solution that was pursued was a change of zone. Only Industrial zoning districts have sufficiently lower parking requirements to provide a solution and a change of zone to such a district was not supported by the Planning Department or the Lincoln/Lancaster County Health Department. This site does not meet the minimum 3 acres that is required to apply for a Planned Unit Development (PUD) designation, another vehicle to deal with unique zoning issues.
12. Per the special review conducted, Planning staff suggests an adjustment to the required parking at this site based upon the Parking Required outlined in the table above, 37 spaces. This number is the calculation based upon the information provided by the applicant and it

corresponds with the observations. The observations were conducted at highest demand times, when the art school was in session and when most if not all businesses were open. Additionally, visits with students on the premises and a business owner revealed that neither had ever experienced or noticed a parking shortage on the site.

13. This adjusted parking requirement applies to the uses currently in the building. 18,456 square feet of floor area remain vacant. The 48 surplus parking spaces are left to meet the needs of future uses that fill the existing vacant space.
14. An adjustment in the parking required for other uses is justified for several reasons. The diagonal parking on 25th Street provides convenient spaces in addition to the off-street parking. The retail/office parking requirement in the H-3 district is uniquely stringent. The different uses in this building have different peak-hour parking demands. The coffee shop is likely to have customers from inside and around the building.
15. The adjustment suggested for Retail/Office uses would be from 1 space per 200 square feet to 1 space per 300, and for Restaurant uses from 1 per 100 to 1 per 200. The existing and potential warehouse area can have its parking based on the maximum number of employees on a shift, or 1 space per 1,000 square feet, whichever is less.
16. The owner currently intends to lease approximately 2,000 square feet of vacant space for the operation of a coffee shop. Given the mixed-use credit, this requirement is 10 spaces, and the parking requirement is raised to 47 spaces. A scenario for the full utilization of the remaining 16,456 vacant square feet without exceeding the 38 remaining parking spaces might have 9,000 square feet occupied by retail/office uses (30 spaces) and the remainder for warehouse (8 spaces).
17. It is the owner's intent to promote the continuing evolution of the building and the mixture of uses and services it provides. However, further change in use which will require more than what may be provided by the 85 existing spaces must be accomplished in other ways, such as finding additional parking offsite within 300 feet or adjusting the ratio of uses within the building.
18. In conclusion, staff supports an adjustment to the required parking for this property based on the following schedule: retail/office: 1 space per 300 square feet; restaurant: 1 space per 200 square feet; warehouse: 1 space per employee on maximum shift, or per 1,000 square feet, whichever is less; art school: 1 per 4 students, plus 1 per staff member; all other uses: as per regulations in H-3.

Prepared by:

Joe Rexwinkle	Planner
441-6373	(jrexwinkle@lincoln.ne.gov)

DATE: June 9, 2006

APPLICANT: Sandstone Construction, LLC
2930 Ridge Line Road, Suite 105
Lincoln, NE 68516

OWNER: Bottlers, LLC
2930 Ridge Line Road, Suite 105
Lincoln, NE 68516

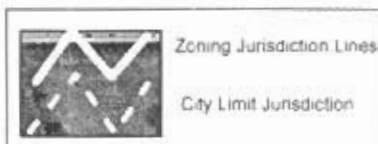
CONTACT: Jerry Nelson
Thompson Realty Group
2930 Ridge Line Road, Suite 105
Lincoln, NE 68516
(402) 421-7700



2005 aerial

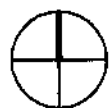
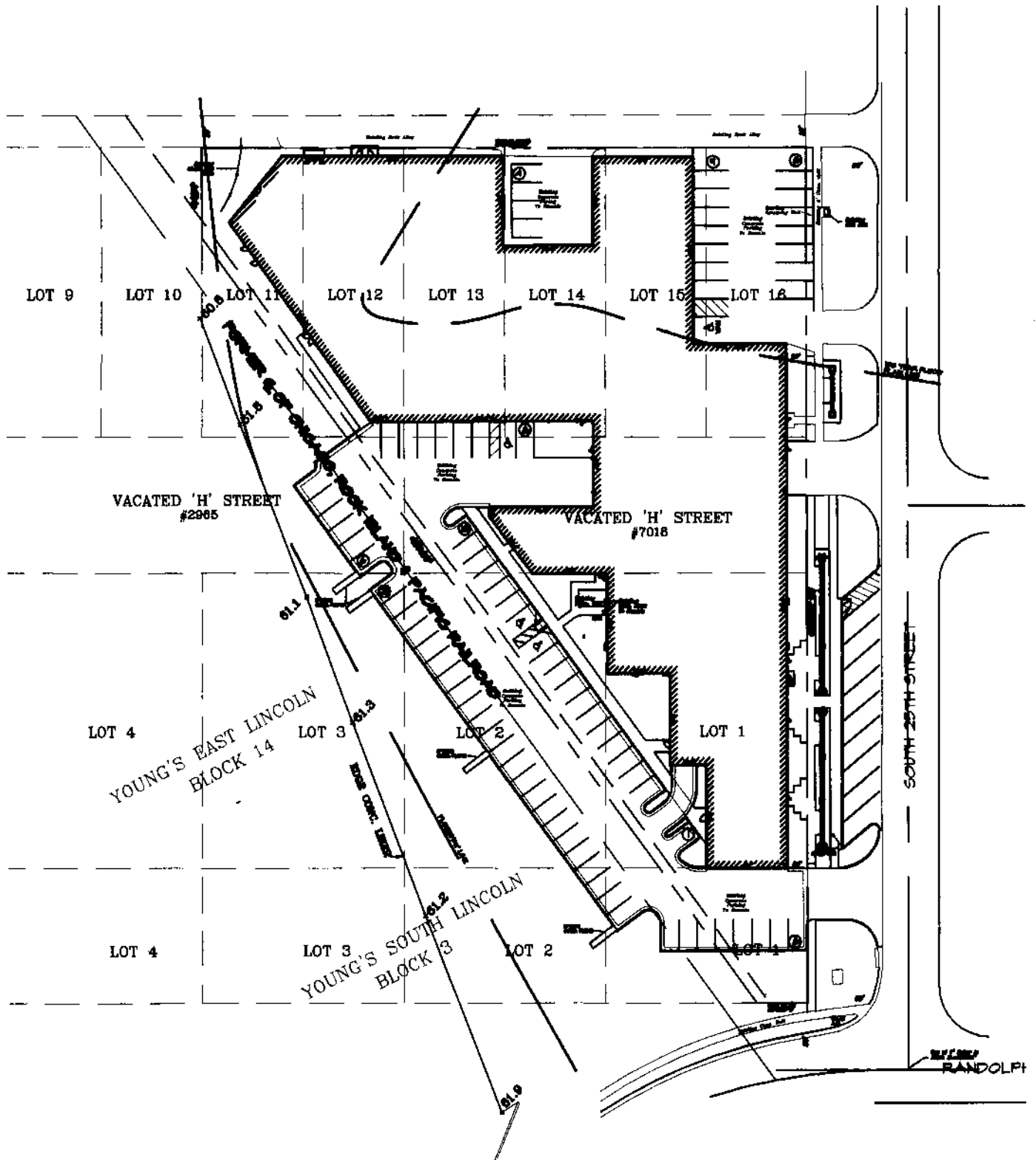
Miscellaneous #06008
S 25th & Randolph St.
Zoning:

One Square Mile
 Sec. 25 T10N R6E



- R-1 to R-8 Residential District
- AG Agricultural District
- AGR Agricultural Residential District
- R-C Residential Conservation District
- O-1 Office District
- O-2 Suburban Office District
- O-3 Office Park District
- R-T Residential Transition District
- B-1 Local Business District
- B-2 Planned Neighborhood Business District
- B-3 Commercial District
- B-4 Lincoln Center Business District
- B-5 Planned Regional Business District
- H-1 Interstate Commercial District
- H-2 Highway Business District
- H-3 Highway Commercial District
- H-4 General Commercial District
- I-1 Industrial District
- I-2 Industrial Park District
- I-3 Employment Center District
- P Public Use District





643 SOUTH 25TH

SCALE: 1" = 70'-0"

LEGAL DESCRIPTION:

DESCRIPTION OF LAND LOCATED IN THE NORTHEAST QUARTER OF SECTION 25, TOWNSHIP 10 NORTH, RANGE 6 EAST OF THE 6TH P.M., LANCASTER COUNTY, NEBRASKA (MORE PARTICULARLY DESCRIBED AS FOLLOWS)

LOTS 13, 14, 15 AND 16 AND ALL THAT PART OF LOTS 11 AND 12 LYING NORTHEASTERLY OF A LINE 15 FEET NORTHEASTERLY FROM AND PARALLEL WITH THE CENTER LINE OF THE CHICAGO ROCK ISLAND AND PACIFIC RAILROAD COMPANY'S MAIN TRACK, ALL IN BLOCK 13, YOUNG'S EAST LINCOLN, AN ADDITION TO LINCOLN, LANCASTER COUNTY, NEBRASKA, TOGETHER WITHH ALL THAT PART OF VACATED 'H' STREET ADJACENT TO SAID ABOVE DESCRIBED REAL ESTATE;

AND,

ALL OF LOTS 1 AND 2 LYING NORTHEASTERLY OF A LINE 15 FEET NORTHEASTERLY FROM AND PARALLEL WITH THE CENTER LINE OF THE CHICAGO, ROCK ISLAND AND PACIFIC RAILROAD COMPANY'S MAIN TRACK, BLOCK 14, YOUNG'S EAST LINCOLN, AN ADDITION TO LINCOLN, LANCASTER COUNTY, NEBRASKA, TOGETHER WITH ALL THAT PART OF VACATED 'H' STREET ADJACENT TO SAID ABOVE DESCRIBED REAL ESTATE;

AND,

ALL OF LOT 1 LYING NORTHEASTERLY OF A LINE 15 FEET NORTHEASTERLY FROM AND PARALLEL WITH THE CENTER LINE OF THE CHICAGO, ROCK ISLAND AND PACIFIC RAILROAD COMPANY'S MAIN TRACK, BLOCK 3, J. D. YOUNG'S SOUTH ADDITION TO LINCOLN, LANCASTER COUNTY, NEBRASKA.

